

DEFENCE OF THE PLAN

OF

UNIVERSITY REFORM

Proposed by the Senate of the University of Toronto.

BEING A STATEMENT DRAWN UP AT THE REQUEST OF THE
BOARD OF TRUSTEES OF QUEEN'S COLLEGE.

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THE recent Report of the University Commissioners exhibits the latest and most important phase of the University question. The subject has now assumed a definite form. There can be now no misunderstanding as to the question at issue. People have been long bewildered with the intricacy of the question, and have taken sides more from party instincts than from a deliberately formed judgment. The Report has the great merit of putting the question in an intelligible form, and has, so far, cleared the way for its final settlement.

HISTORY OF THE QUESTION.

It is with mingled feelings of admiration and shame that one looks back on the history of this long-vexed question—admiration for the longing of the people for a national system of higher education, and shame for the sectional and local influences that have constantly thwarted this national aspiration. It would be a profitless task to trace the history from 1827 downwards, of the munificent endowment for academic education. The fund was changed from one party to another in the vain hope that it would be at last turned to proper account. But all was in vain. Some malign influence defeated all the honest attempts of the Legislature to gratify the longings of the people. The national ideal was ever sacrificed on the shrine of local, personal, and sectarian interests. The endowment was ample enough to meet the necessities of the whole of Canada, but being restricted by the above influences to the narrowest limits, it was necessary, in order to absorb the revenue, to resort to the most ingenious and startling devices for absorption. The scale of extravagance was such as to touch on the romantic; and, even in England, with so many similar cases to pall the appetite, the story of the University of Toronto is sometimes quoted as one of no ordinary piquancy. At a moderate computation, every student who has gone through a regular course

at College has cost £4,000. That a country so young and practical should yet be so precocious in the art of extravagance, has often been a theme of curiosity and wonder. But no one can trace the successive stages of this University question without discovering evidences of a decided advance in patriotic feeling and integrity of purpose.

ACT OF 1853.

The Act of 1853, under which the University of Toronto now exists, gives evidence of enlightened and generous purpose. It was evidently the original aim of the Bill to found a great national institution, embracing the various Collegiate Institutions of the country. It provides for Colleges throughout various parts of the country, but they were all to be united under one University, or Superintending and Examining Board. By the Act, Trinity College, Queen's College, Victoria College, and Regiopolis College, were, as well as University College, affiliated to the University of Toronto, and they as much form part of the University of Toronto as University College, with the exception of sharing the endowment. This fact has been very much overlooked in the controversy, and it has been assumed that University College is the only College of the University of Toronto, but the others equally form part of the institution. These Colleges have representatives in the Senate, and, if they choose, they can take advantage of the privileges of affiliation. Academically, they form an integral part of the University: it is only financially that they are excluded. But how should such an anomaly exist, that all the various Colleges should be put on the same level in relation to the University, and that one College, viz., University College, should monopolize all the funds? There is perfect consistency in the whole of the Act except on this one point. It exhibits all the elements of a great national scheme of higher education without reference to religious differences. The Act does not, academically, draw any invidious and sectarian distinction between the various Colleges. It does not recognise the superior rights of a non-religious College over a religious one. A College whose Corporation holds a negative creed in religion is not acknowledged as having any claim superior to that of a College whose Corporation holds a positive religious creed. Creeds are entirely ignored, and regard is had only to the work done; and the University is appointed to test that work, from whatever

quarter it may come. The Act assumes that if there is a danger in beliefs, the belief in no religious doctrine may be quite as dangerous as a belief in some religious doctrine—that a godless College may be as much fraught with evil as a godly one. Hence, as far as the Colleges are related to the University, there is no sectarian partial dealing. But it is far otherwise with the provision in the Act for the support of the several Colleges affiliated to the University. The preamble fully and explicitly acknowledges the importance of having Colleges in various parts of Canada for the accommodation of the people who could not and would not send their sons to one College at Toronto; and in the body of the Act, the various chartered Colleges are made part and parcel of the University of Toronto, quite as much as University College itself. Strange, that while all this is conceded, the financial provisions should be such as entirely to negate this grand, magnanimous, and national scheme for the University education of the country. How should the financial element clash so entirely with the academic, as totally to neutralize the good in the latter? Why rear a magnificent fabric, and at the same time place a mine under it to destroy it as soon as it is erected? The clause which has acted thus ruinously upon the whole academic structure is to the effect that one of the affiliated Colleges, viz., University College, should have, in the first place, all its wants supplied, and that, if there should be a surplus, it was to be applied to aid the cause of higher education in other institutions. It is easy to conceive how such a clause as this should operate. It developed enormously, not the teaching, but the spending power of the institution. The grand problem was, with a mere handful of students, to spend the enormous revenue without leaving a surplus. To accomplish this it was necessary to resort to acts of extravagant and wasteful expenditure which have no parallel in older and richer countries.

INTERPOLATION OF THE BILL OF 1853.

But how should such a financial clause slip into a Bill otherwise so excellent? It is well known that, in the first draft of the Bill, fixed sums were allotted to the other affiliated Colleges as well as University College; and this was absolutely necessary to complete the consistency of the Bill and fulfil its intention of rearing a great national institution. But at the last moment, through some unexplained influence, the ob-

noxious clause was substituted, and completely destroyed the national character of the measure. The institution was as sectarian as ever, the sect being in this case creedless; and it was purely local, embracing only the city of Toronto and neighborhood. The old battle required to be fought over again, and the Province must once more engage in a struggle to realize the national aspirations after one great University embracing the whole higher education of Canada.

CONSEQUENCES OF INTERPOLATION.

If the revenue was merely wasted, there would be little to complain of, but it was wasted so as to injure seriously the cause of education. The standard of education was lowered, and large money inducements were offered to students to accept of this degraded standard. The extent of this degradation was so great that many in Canada still listen with incredulity when told of it. Let a man be accused of some small petty offence, and all will believe; but let him be bold enough, and commit something very startling, and few will be convinced. It was this bold policy that the University of Toronto adopted.

PAPER DEGREES.

To understand the boldness of the step, it is necessary to understand the real work of a College, as distinguished from a University. It is to put the students through a severe course of academic training for three or four years at least, and then to hand them over to the University to ascertain whether, during this training, they have acquired a suitable amount of knowledge. If, then, a student is certified to have studied the regular number of years, and if the University find that he has improved his time, it confers upon him a degree. A degree is simply a certificate that a student has gone through the whole curriculum, attended so many years, and attained a creditable amount of knowledge. To carry out the theory of one local University and College, instead of a national University and several Colleges, it was necessary in some way to supply the whole of Canada with degrees, so that it would not be necessary to resort to the other affiliated Colleges. And how was this attained? By the device of what has been termed *paper degrees*. No attendance at any College is required. The

candidate has only to pass examinations, by no means formidable, and he is transformed into Bachelor or Master of Arts. And not only are degrees offered on these easy terms, but large money inducements are held out to those who will take such degrees. These sums are termed Scholarships, amounting to £30 each. A young man, though never in his life within the walls of a College, may be transformed into a graduate on such easy terms. If the candidate is a man somewhat advanced in life, and probably unfortunate in business, the road to a degree is particularly easy. He has only one examination to pass; and, in a few days, with little mental strain, the unsuccessful clerk or storekeeper is dignified with the name of Graduate, and applies for a Grammar School or a Professor's chair. Some of the corrupt Universities of Europe have been accused of selling their degrees to men without any academic training, but it was reserved for the ingenuity of a new country to pay candidates for taking such degrees. Ninety of these scholarships, afterwards reduced to sixty-one, were offered annually to candidates, who, notwithstanding the tempting inducements, sometimes did not come forward in sufficient numbers to take up the whole.

OPTIONS.

It may be thought that no examiners would pass a candidate who was not respectably well informed in the subjects of examination, and that a man, though not trained at College, may creditably wear the title of graduate. The scruples of Examiners are met by what is called the system of Options. Subjects are prescribed to suit the taste of the candidate. If he shows a dislike to the severer subjects of academic training, such as the differential and integral calculus, he is allowed to select more congenial subjects. His taste may be more in the way of light literature, and therefore Shakespeare and other attractive books are prescribed to him; and a proficiency in these is allowed to compensate for a defect in the more academic branches. The candidate can thus turn his misfortunes to account. It may have been a taste for the theatre or light literature that caused him the loss of his situation and drove him to the necessity of seeking a degree. But he now finds that his past gay life can be made conducive to his future success.

DEGRADED STANDARD THE RESULT OF MONOPOLY.

All this reads more like a romance than a reality; but one has only to peruse the Statutes of the University of Toronto to be convinced of the reality. But the point of importance is to remark that all this resulted from the necessity of endeavoring to show that a small local University and College could absorb all the funds and serve the purpose of a great national institution.

UNIVERSITY COLLEGE SUFFERS FROM DEGRADED STANDARD.

It must, however, be carefully noted that all we have said applies only to the University of Toronto, not to University College. This College has, as a College, no more to do with it than any of the other affiliated Colleges. University College is not to be blamed for this degradation of learning. It has as much reason to complain of this as any of the other Colleges. Nay, it has much more reason; for while the other Colleges can insist upon a severely academic course of education, University College is bound to conform to the desultory and unsatisfactory course permitted and encouraged by the University of Toronto, from the very necessity of maintaining a monopoly. The question at issue has nothing to do with the efficiency of the teaching of the Professors of University College. It has always been assumed in this controversy that the Professors are as efficient as any in Canada, and that the very small number of students who avail themselves of the regular academic curriculum would do credit to any University. It could hardly be otherwise; for with the acute Canadian intellect and the teaching of such accomplished Professors, the most satisfactory results might be expected. No College has more reason to be desirous of emancipation from the thralldom of the present University system which paralyzes all its efforts to raise the education of Canada, and to do work commensurate with the endowment which it enjoys. Tested by the academic work done, University College is perhaps the smallest of the affiliated Colleges. There is only one faculty, viz: the Faculty of Arts; and the average number of graduates yearly who have passed through a regular course of education is only 6½. It is the yearly number of graduates that measures the real work of a College. Colleges are not established for the purpose of attracting a crowd of idle listeners to popular

and desultory lectures; their function is to carry the student on, from year to year, through a graduated course of severe academic study, so that when his course is complete he may receive a degree. Now, the average product has been only $6\frac{1}{2}$ in the year, as appears from the Commissioners' Report; and even this is too favorable a view, for the report merely states that these $6\frac{1}{2}$ attended University College; it does not assert that they went through the regular curriculum of four years. The number who occasionally attend without examination is considerable; but it is not at all equal to the attendance at occasional courses in other Colleges. According to the Calendar of Queen's College for 1861-2, 650 attended an occasional course; but it would be absurd to measure the work of the College by this number. The academic work of Queen's College is measured by her 36 graduates who passed in that year. Now, this insignificance of University College as an academic institution is not all due to any inefficiency of the teaching staff; it results solely from the University system, which has cramped all its efforts to be useful. It cannot be, then, a matter of surprise that University College has now joined the movement for reform.

PLAN OF REFORM PROPOSED BY UNIVERSITY OF TORONTO.

The scheme of University Reform which the commissioners have recommended is substantially that of the Senate of Toronto, but it has also received the approval of University College, through her distinguished President, Dr. McCaul. The commissioners, in order to ascertain the views of the University, put certain questions to the Senate. A committee of Senate was appointed to draw up answers, which were returned after long and anxious deliberation. The answers were submitted to the Senate itself, and they were approved unanimously by an unusually large meeting. The scheme, embodied in the answers, is the one now before the country, and it is that of the University of Toronto itself. But this is not all: the same queries were put to Dr. McCaul, as the head of University College, and his answer, also given in the report, is an unqualified approval of the scheme of the University, which is now before the country as substantially the one recommended by the Commissioners.

PRAISEWORTHY ACTION OF THE PROFESSORS OF UNIVERSITY COLLEGE.

The magnanimous conduct of the Professors of University College will form one of the brightest pages of Canadian history. With disinterested zeal for the cause of higher education, they came manfully forward and demanded a reform, though reform would necessarily destroy the monopoly which was maintained for their peculiar benefit. They must have been fully conscious of the storm that would burst upon them from the abettors of the monopoly. They knew that the press of Toronto and the denominations interested in maintaining the monopoly, would assail the measure with the bitterest hostility, and would give them no credit for their magnanimous conduct. But with heroic fortitude they took their stand, resolved to be true to their country and the cause of education, whatever might be the consequences. It was owing to the concurrence of the Professors of University College that the scheme was adopted with perfect unanimity by the Senate of the University. Men who have deliberately taken their stand in this way are not likely to quail before assailants who are interested in maintaining a corrupt system which so long repressed the generous aspirations of a young country. Although the adoption of the scheme is chiefly due to the concurrence of University College, still it is but right to signalise a similar magnanimity on the part of the representatives of denominations supposed to be chiefly interested in maintaining the monopoly. No men were less likely to betray the principles they represented, and yet they hesitate not to give the most cordial acquiescence to the scheme of reform adopted unanimously by the University.

CANADIAN ELEMENT IN THE SENATE.

But there was still another element in the Senate of the University to which indeed the reform may ultimately be traced, viz., the Canadian element. Young men educated at University College have found their way into the Senate and carried with them a patriotic ardor for the institutions of their country. They love their College, but they love the honor of their country more. They were the representatives of the feeling everywhere rising in Canada, to have one great national University, instead of several small ones striving with one another to lower instead of elevate the standard of education. The generous and patriotic sentiments of which they were the

exponents will doubtless gain sooner or later a complete triumph for University reform. This sketch of the movement shows that it is a spontaneous reform from within. It is not a measure forced from without by newspaper warfare or sectarian strife. It comes from the two bodies—the University of Toronto and University College—which are most interested in maintaining the monopoly, but which now declare that, consistently with the interests of education and the honor of the country, the system can be maintained no longer.

PLAN OF AFFILIATION.

The essential element of the plan proposed by the University of Toronto is that there should be one great national University instead of the present Universities. There are at present four Universities, two of them with Provincial Charters, viz., the University of Toronto and the University of Victoria College, and two with Royal Charters, viz., the University of Trinity College and Queen's University. There are also four Colleges connected with these Universities—University College, with a staff of Professors in only one Faculty, viz., Arts; Trinity College, with the Faculties of Arts and Theology; Victoria, with the Faculties of Arts and Medicine; and Queen's College, with the Faculties of Arts, Law, Medicine, and Theology. It is proposed by the University of Toronto, that while the various Colleges remain as at present, there should be one national University, called the University of Upper Canada. The arguments which the University of Toronto urges in favor of this plan are, the adoption of an uniform or equal course of instruction, the fixing of the value of degrees, the promotion of emulation amongst the affiliated Colleges, and the testing of the merits of the different modes of instruction. At present, a Canadian degree has no definite meaning or value, and University College, as well as the other affiliated Colleges, have great reason to complain that the University of Toronto puts the A.B. who never was within the walls of University College on the same level with the student who has attended it for four years. The other Colleges with University powers, or rather the students of these Colleges, would not take a degree from Toronto University when that degree might be confounded with the degrees of men who never had any academic education. University College was compelled to seek degrees from the University of Toronto, as she has not University powers like Queen's, Vic-

toria, and Trinity Colleges, and her graduates suffer wrong by having their genuine degrees confounded with the paper degrees of non-academic men. The other Colleges, though equally affiliated to the University, were not, like University College, under the necessity of subjecting their students to such unfair treatment. These Colleges give only genuine degrees—that is, degrees certifying actual academic training. The proposal of the Senate is to make a reality what is only a name at present. There is no real practical affiliation, though the Act of 1853 affiliates all the above-mentioned Colleges. The object now aimed at is simply an amendment on the present Act, with the view of making the affiliation real.

MODE OF EXAMINING COLLEGES BY THE UNIVERSITY.

A University, as distinguished from a College, is a Board that prescribes a course of instruction, examines the students, and sees generally that the public funds are properly applied. At present the Colleges have Universities of their own, and when they examine their Colleges it is the same as if a candidate for a school were to examine himself and then to report to the School Board. No doubt the examination and report in such a case may be conscientious enough, but it is not a sufficient guarantee to the public, and there is great danger of unconscious bias. It is but right that all the Colleges having public Boards should be put under a general Board of Examination, and this Board is nothing more than the proposed University. Its function is to see that all the Colleges do their duty and turn to proper account the public funds which they enjoy, and this chiefly by examinations and controlling the curriculum. The Senate recommend simultaneous examinations, and indeed no other examinations would serve the purpose. These examinations would be conducted as in the University of London. The examination papers are sent sealed to the various Colleges, and an officer employed by the University, not by the College, places before the candidates the questions to which answers are to be given. These answers are forwarded to the examiners, who decide on the merits of the candidates. The same questions are submitted at the same time to all the candidates at the various Colleges. This plan is found to work well in England, and there is no reason why it should not work as well in this country. The scheme would be impracticable were all the candidates obliged to resort to one centre, but this would be a very clumsy expedient when a single sworn officer of the

University can accomplish the object much more satisfactorily by submitting the examination papers at each College seat.

COMPOSITION OF THE SENATE.

The University of Toronto also recommend that the Senate should consist of a fixed number of members. They propose that each College should send two members, and that one-third of the whole number should be appointed by government. This plan would remove the grand defect of the present plan. At present the number is unlimited, and at the will of the Governor in Council any party may be swamped by the appointment of new members. All the evils of the present system have arisen from the appointment at first of a vast preponderance of members who were naturally disposed to make the institution rather local than national. It speaks volumes for the liberality and patriotism of the present members that, notwithstanding their local bias, they have assented to a scheme which shall put the University on a national, not a local or sectional, basis.

ENDOWMENT OF UNIVERSITY COLLEGE.

The University stipulates, that in carrying out its plan, whatever arrangement it might make as to the aiding of the other affiliated Colleges, University College should have a first claim to a fixed endowment, amply sufficient to its support in its present state of efficiency. This was cordially agreed to by every member of the Senate. So far from seeking to impair the efficiency, the great object is to increase it; for if any one College sinks beneath the level of the others, its tendency will be to bring the others to the same level; and the more the efficiency of any one College is increased, the greater will be the stimulus to the other to keep up with it. At present the rivalry is all the other way. The Commissioners have, in the most liberal spirit, proposed that University College should receive the fixed sum of £7,000 yearly, which is about £1,000 or £2,000, including rent, for each student who passes through a regular course of study in Arts, this being the only Faculty in the College. In addition to this, the Professors will be at liberty to charge fees from their regular students, which they have not hitherto done. The competition between Colleges would be much more healthful and honorable if the inducement to attend was something more than

cheapness. The other affiliated Colleges receive, on an average, £10 from each student, and with this tax the number of students who pass through a regular course of study is much greater than in University College, showing that the people of Canada are ready to pay for the education of their sons; and this, be it remembered, when they had to compete not only with a College charging no fees, but with a University scattering broadcast over the country money inducements of £30 each to parties who chose to take degrees without attending College at all. Class fees are only a fair source of income to the Professors, who are by no means overpaid. The money that has been wasted has not gone to enrich the Professors, but to uphold a monopoly for local and sectarian purposes.

The essential elements of the reform proposed by the University of Toronto is one national University, embracing the chartered Colleges, a common curriculum, and a common examination.

THE PLAN PROPOSED BY THE UNIVERSITY APPROVED BY THE COLLEGES.

The plan proposed by the University is acquiesced in by the various chartered Colleges. The heads of Trinity, Queen's, Victoria, and Regiopolis Colleges, were appealed to for their opinion, and they have cordially united in adopting the great features of the scheme—a common University Board, an equal curriculum, and a common examination. All the representatives of the higher education in Canada are now united in a plan for the construction of a national system of University education. It is rarely that in such questions such an amount of unanimity can be secured; and if ever the fondly cherished hopes of Canada are to be realized, it is now.

OPPOSING PARTIES.

But let us now estimate the opposing forces in this struggle for University reform. We have the chief religious bodies of the country arrayed on the side of reform—the Church of England, the Church of Scotland, the Wesleyan Church, and the Roman Catholic Church, and these bodies include the vast majority of the people of the country. On the other side we have the city of Toronto and the denominations who use University College as a Preparatory College, and are

thus saved the expense of maintaining a College for the education of their ministers. As to the city of Toronto, it is hardly to be expected that the people should as a whole have outgrown the tendency to subordinate national to merely municipal interests. In a new country the patriotic and national feeling is of slow growth, and men will more readily combine for their town or village than for their country. Though the national feeling in regard to University reform has gained much strength among the more intelligent citizens, yet the masses are governed by purely municipal instincts, and the masses will always command the services of the newspaper press. The press of Toronto has therefore engaged all its talent in opposing this national reform. As to the denominations that chiefly use University College as a training school for their ministers, and are thus saved the expense of maintaining Colleges of their own, we do not grudge them this virtual endowment, but think it somewhat unfair that those who by their own voluntary efforts have raised Colleges for themselves, should be impeded in their efforts to unite these Colleges into one great national system. Voluntary effort constitutes the genius of this country's activity, and as soon as the people rely wholly on State support for higher education, progress is immediately arrested. Though it is questionable, therefore, whether the above denominations were wise in relying wholly upon State endowment for the preliminary education of their ministers, still we do not grudge them the benefit of it.

ONLY SECULAR EDUCATION AIDED IN AFFILIATED COLLEGES.

It is no argument to say that the theological schools of the above bodies do not receive any benefit from the University fund, but neither is it proposed that in the affiliated Colleges the Theological Faculty should receive any aid—the aid being entirely restricted to the secular Faculties and secular education. It may be further argued that the theological schools of the above denominations are quite separate from University College, but the principle would not be affected though these schools met in the buildings of University College. There could be no objection, in theory, to this, especially if a small rent were paid. The arrangement would have great practical advantages to the students, and the presence of such men as the heads of these theological schools would exercise a salutary

influence on the whole institution. Though meeting under the same roof for convenience, the different bodies would be supported from different sources—University College from the University fund, and the theological schools from the resources of the respective denominations. This is precisely the case of the affiliated Colleges. Though their Theological Faculties meet in the same building, they would derive no aid from public sources, but be entirely supported by Church funds.

DENOMINATIONAL COLLEGES OPEN TO ALL.

It may be said in defence of the opposition that other denominations are quite as welcome as they to send their students to the University College; but this is precisely the position of the denominational Colleges. The denominational Colleges open their doors to students of all other denominations, without imposing any peculiar views in religion. But it may be retorted that only students of the particular denomination will attend. This is by no means the case. If the sectarian character of a College be tested by the students in attendance, University College is more sectarian than some of the other affiliated Colleges. Regarding University College as specially for the benefit of the Presbyterians not connected with the Church of Scotland and Congregationalists, it is much more sectarian than Queen's College, which is in connection with the Church of Scotland. The number of students at Queen's College belonging to the Church of Scotland is only about one-fourth of the whole number, whereas the proportion of the two above denominations attending University College, as shown by the evidence given a few years ago before a Committee of the Legislative Assembly, is very much greater. The Presbyterians alone form one-half of the whole number. Tested, then, by the standard of numbers, University College is much more for the benefit of the favored denominations than the other Colleges are for the denominations who support them. Much of the prejudice against denominational Colleges has arisen from the idea that they are merely for the students of the particular denominations with which they are in connection. But nothing can be more fallacious. The numerous Colleges of Oxford and Cambridge, and Trinity College, Dublin, are denominational Colleges, but dissenters equally with Churchmen send their sons, and are equally well received. It is so in Canada. Students from all religious bodies are sent to the denominational Colleges. The peculiarities of the religious creed are

never imposed on the students. The great advantage to the students of a denominational College is that it secures a high moral tone and salutary discipline, which must ever be based on religious principle. Roman Catholic students, for example, attend Protestant denominational Colleges in Canada much more readily than University College. Their parents know that while their religious peculiarities will not be interfered with, they will have a guarantee for the maintenance of a high tone of Christian morality.

PROFESSORS FROM ALL DENOMINATIONS.

Another misconception in regard to denominational Colleges is, that the Professors must be all of one denomination. This is as unfounded as the misconception in regard to the students. Take, as an example, Queen's College. There are in all seventeen Professors and Lecturers, and of these only seven belong to the Church of Scotland: the remaining number belong to the Church of England and other religious bodies. The denominational element consists simply in the fact that the company or corporation who maintain the College belong to one denomination. This academic company offer secular education to the country, and agree to pay the larger part of the expense themselves. Another company comes forward and offers secular education, too, of by no means a superior description, but refuses to pay a farthing of the expenses. Now, which offer should the country accept? Is it not bound to accept the cheapest if the education be of equal quality? Should it not be the policy of the Government to be at no expense if the work can be better done without them? But what has been actually done? The dearest offer has been accepted, and on what ground? Not at all on the ground of quality, but simply on religious grounds. And what is worse, it is not the company with most religion that is selected, but the company with none at all. Is not this non-religious sectarianism the worst of all sectarianism? Suppose the Government wanted tenders for printing instead of teaching; would it be tolerated for a moment that the dearest offer for printing should be selected, simply because the company or individual printer had no religious creed, and that the other offerers should be rejected on the ground that they had the misfortune to believe in a God, or in some form of Christianity? Now, the denominational Colleges do not take the ground that they alone ought to receive support from Government. They hold that the necessities of Canada demand that there should

be no exclusiveness, and the non-religious College should be put on a par with the religious. The principle to which they demur is, that the non-religious company should be the only favored one, and that, under cover of the non-religious company or College, one or two religious denominations, forming but a small proportion of the people of Canada, should be endowed, to the exclusion of the rest.

MAJORITY OF THE PEOPLE PREFER DENOMINATIONAL COLLEGES.

It may still be argued, why should not all denominations unite in this religionless College? The answer is, that the denominations have Colleges of their own that serve the purpose much better, and they do not choose to give them up. Suppose a number of socialists in Toronto claim municipal funds from the city to build and support a great institution to which any person might be admitted, they might plead, as an argument, that it was perfectly catholic in its principles; that no questions were asked as to the morals or religion of the candidates for admission; and that therefore it was of a public and national character, and entitled to public support. Would it not be a fair answer from the inhabitants who were not socialists, that they had houses of their own for which they were willing to pay, and that it was no argument to say that the social institution was open to them, as they had some scruples about its principles, which made them prefer their own homes? Or we may suppose that the city of Toronto claims support for one great theatre to be built there; it might be argued that the theatre would exercise a most important educational influence on the nation, and elevate its character, and that it would be open to the whole Province, as well as the people of Toronto. It would be very natural for the people of other parts of the Province to resist this, on the ground that it would be inconvenient to attend from the remotest points one theatre at Toronto, and that if there must be theatres at the public expense, they ought to be at different centres most convenient for the people. Others, again, might object, that they had some scruples as to the educational character of the theatre, and that, as they could not conscientiously derive any benefit from it, it was no argument to say that if they chose to go to it they were quite welcome. The College question does not differ essentially from that of the theatre. It would be preposterous to say that one College at Toronto should serve the whole Province, even

though that College was unobjectionable in its constitution to the whole people. But though the constitution of University College were much better than it is, no people could be got to unite in accepting it as the one College of the country. The voluntary action of the people will ever demand diversity, and the more that the higher as well as the lower education in this country is left to the people, the better. The success of the common school system is due very much to the spontaneous action of the people. They contribute, in the various districts, of their own free will, without government compulsion; and why should not the higher education be left to the people, too? Let the people unite, in whatever way they choose, as in the case of the common schools—either as a religious or municipal community. The people of this country have found that the most convenient bond of union for higher education is the denominational. That is, individuals belonging to one denomination combine to provide education for the people generally, and not merely for those of their own persuasion. They have advanced the larger proportion of their funds themselves, and have asked, as in the case of the common schools, grants in aid from government. Were the University fund applied in this way, merely to aid the voluntary action of the people in whatever capacity they might choose to act, it would have produced results incalculably greater.

GOVERNMENT SHOULD ONLY AID EDUCATIONAL INSTITUTIONS.

Education is no exception to the rule that Government should as little as possible engage in trade and manufacture. If they do, the work will be done imperfectly and at far greater cost than if left to the people, and only such aid given as might be necessary to stimulate activity. The University of Toronto has been a signal failure, and little good has been done at such enormous cost, simply because Government undertook a work which the people could do far better themselves. England has now made this important discovery in India. She there supported religionless Colleges at her own expense and through her own agency, and as a necessary consequence little good was done at vast expense. But in recently remodelling the system and establishing Universities at the Presidencies, she has adopted the system of aiding such bodies as choose voluntarily to enter the field. There is no religious exclusiveness. What is demanded is a certain amount of secu-

lar education, and no questions are asked as to the creed of the company or individual who supplies it. In this scheme Christian, Mahometan, and Hindoo Colleges receive aid for the secular instruction they impart, and the consequence is that only a small fraction of the expense is required to produce the same results. The same plan is adopted in the United States. The Government assist the Colleges irrespective of the denomination to which they belong. The Colleges are looked upon as engaging to do some work the State requires, and no question is asked as to the creed of the party engaging to do the work. It is deemed to be an advantage that the corporation should belong to some religious denomination, as in that case greater unity of action is gained and the liberality of the people more effectually brought out.

ENDOWMENT BY THE STATE ON RELIGIOUS GROUNDS NOT DESIRABLE.

It would be a calamity to Canada were she to endow the religious denominations as such, for endowments to be safe in this country must come from within the Church, and not from the State. But a calamity infinitely greater than religious endowments would be to endow any body on the ground of its non-religious character; and this is done by selecting one College, and, on the ground of its having no creed as a corporation, bestowing the whole University endowment upon it. This is religious exclusiveness in its worst form.

REFORM REQUIRED ON ACADEMIC AS WELL AS FINANCIAL GROUNDS.

It has been argued that the University fund is barely sufficient to support the one religionless College in efficiency, and that, therefore, no end can be served by legislation. But the matter has an academic aspect apart altogether from its financial; and as a purely academic matter, reform is imperatively required. The influence of the University of Toronto, as at present constituted, is to lower the standard and retard the progress of higher education, and this from the very necessity of a monopoly. Its ample revenues are employed so as to discourage regular courses at College. Many are kept back from attending College simply because they can get from the University of Toronto what they want on far easier terms. Very many situations can be held only by graduates, and the grand object of ambition is to obtain a degree; but in most cases the object is to get the degree on the easiest terms. If a

man can have a degree without attending College, and more especially if he be handsomely paid for accepting a degree, there is little inducement to spend several years at a College, in order to qualify for a degree. All the affiliated Colleges with University powers insist on a course of attendance and education before conferring a degree; but the University of Toronto, so far from demanding any attendance, puts a sum into a man's hand for non-attendance. The munificent University endowment is thus employed, not to advance, but to discourage academic education. If the higher education exists in Canada, it is not in consequence of, but in opposition to, the present University system. It is kept alive by those bodies that require a regular academic education before the candidate can be admitted as a member. Apart altogether, then, from the financial aspect of the question, a reform in the academic element is imperatively demanded; and, above all, is a change in the constitution of the Senate necessary. The Senate is ever apt to become the arena of political strife, and this is perpetuated by the facility with which the numbers can be multiplied on any emergency. There is no limit to the number, and a party in the Senate can carry any measure if they but succeed in getting a sufficient number of new members appointed. The plan of reform recommended by the Senate was unanimously approved at one of the largest meetings ever held. There were twenty-one members present; only on one other occasion was there a larger meeting. The unanimous approval was given, too, after each clause of the report of a Committee on the plan was fully discussed; yet it is not impossible that the decision of the Senate may be reversed by a batch of new members. Notice of a motion to that effect has been given, and simultaneously a large number of members have been appointed. New names are being still announced. The number of Senators has now risen to forty-four, and of these twenty-eight reside in Toronto. Each party in favor gets new members, to keep a proper balance, till at last the body becomes altogether unwieldy, and lapses into a debating society, instead of a calm deliberative academic body. Should the decision of the Senate, on University reform, be reversed, it will only furnish another argument for reform. It will demonstrate that the present constitution of the Senate is totally incompatible with the functions of an academic court. Limitation of the number of Senators is essential to University reform, and this constitutes the basis of the plan recommended by the Senate and the affiliated Colleges.

APPENDIX.

SUGGESTIONS OF THE COMMISSIONERS BASED ON THE ANSWERS OF THE UNIVERSITY OF TORONTO AND THE AFFILIATED COLLEGES.

SENATE.

That the Senate be reconstituted, and consist for the future of a fixed number, viz.: 1st. The heads of affiliated Colleges. 2nd. One member from each affiliated College, elected by the Corporation thereof; and 3rd. The remaining one-third appointed by Government.

2. That the elected members continue in office five years and be eligible for re-election.

3. That an annual meeting be held in rotation at the seats of the various Colleges, and that the other meetings be held at any place deemed most convenient by the Senate.

4. That the Senate have control of the Bursar's Office.

5. That the offices of Chancellor and Vice-Chancellor be continued, the former to be appointed by Government, the Vice-Chancellor, as at present, to be elected by the Senate.

6. That no scholarships be founded by the Senate, but that a sum not exceeding \$1000 be annually appropriated for competition at general examination of all affiliated College students, the successful competitors being distinguished as "honor men."

7. That the name be changed to the University of Upper Canada, and University College to King's College, Toronto.

8. That the Library and Museums be regarded as belonging to King's College, Toronto.

9. That the Senate make annual returns to Government.

10. The Senate shall have power to establish a common curriculum of study for all affiliated Colleges.

11. That the Senate shall appoint examiners, and provide for payment of same.

12. That the Senate have power to provide for the actual expenses of the members thereof, while attending its sessions.

AFFILIATED COLLEGES.

1. That the affiliated Colleges be the Chartered Colleges which come within the requirements of the Act, provided each of them accepts the conditions which may be hereafter imposed.

2. That the affiliated Colleges with University powers, confer no degrees in Arts, except on such students as have passed an examination by examiners appointed by the Senate of the University of Upper Canada, and that the claim to all public aid be forfeited if this condition is violated.

3. That all Students who have passed the examination of the Senate, and graduated in their respective Colleges, shall be entitled to rank as graduates of the University of Upper Canada.

4. That the University examinations of Candidates shall be held at the respective Colleges, where also the degrees shall be conferred.

5. That in the case of King's College, the Bill shall provide that Corporate powers be conferred upon this Institution with provision for appointment of Professors, regulation of salaries, expenditure, &c., and for conferring degrees in all the Faculties, subject to the same conditions as in the case of the other Incorporated affiliated Colleges.

Also that the necessary powers for conferring degrees be provided in the case of Regiopolis College, Kingston.

6. That no degree shall be conferred on any candidate who has not passed through a course of study and attendance in some affiliated College, prescribed by the Senate of the University of Upper Canada.

7. That the apportionment of public funds to the affiliated Colleges be fixed and equal, except in the case of King's College, and that King's College have an annual appropriation from the general Income Fund not exceeding \$28,000.

8. That \$500 be allowed to each College for scholarships, or prizes to be awarded by competitive College examination, as in the case of the Queen's College, Ireland.

9. That each College shall annually furnish to Government a detailed statement of its income and expenditure.

10. That the University of Upper Canada shall confer no degrees excepting through the affiliated Colleges.

11. That the Senate shall have a right to accommodation at each affiliated College.

12. That religious denominations and private individuals shall have power to found scholarships at each of the affiliated Colleges, with such regulations as may receive the sanction of the governing body in each.

13. That the Library and Museums of the Toronto University be transferred to and become the property of King's College, Toronto, and in consideration of the very great advantages thereby conferred, each of the other affiliated Colleges should receive a liberal grant for founding or enlarging a Library and Museum, irrespective of any annual appropriation.

Such is an outline of suggestions which the Commissioners venture to believe may be moulded into a system of affiliation, calculated to give the fullest practical effect to a desideratum of the greatest importance to our country, a really National University.

All classes and denominations will thus be impartially provided with those opportunities for higher education which may be in accordance with their convictions, and none suffer wrong or disability because of their preference.

The standard of University education will be uniform, and degrees of equal value, because all will be tested by one curriculum, and by one Board of Examiners, and endorsed by the same authority; although each Institution will be at liberty, without interference, to teach by such mode as the authorities thereof may deem best, so as to secure to their students the preparation necessary for competing with the students of all affiliated Colleges, upon a common platform, and before an impartial tribunal.

It will secure the privileges which have been conceded by our Legislature, in the Preamble to the Act of 1853, that "whereas many do and will prosecute and complete their studies in other institutions" (than University College) "in various parts of the Province, to whom it is just and right to offer facilities for obtaining those scholastic honors and rewards which their diligence and proficiency may deserve, and thereby encourage them and others to persevere in the pursuit of knowledge and sound learning." It will combine with a common standard of secular education, energies and emulations of the various religious bodies, at the same time making the most ample provision for the education of those who desire to receive secular instruction apart from denominational influence.

REPLIES OF SENATE OF UNIVERSITY OF TORONTO TO QUERIES ON AFFILIATION, &c., &c.

I. The Senate are of opinion that it is desirable to have one University Board for Upper Canada, which may be designated "The University of Upper Canada," to which certain Colleges, such as are hereinafter stated, should be affiliated.

Amongst the advantages of this arrangement may be mentioned—the adoption of an uniform and equal course of instruction by such Colleges; the fixing of the value of degrees, the promotion of emulation amongst the affiliated Colleges, and the testing of the merits of different modes of instruction.

II. The present system of affiliation under the statute is unsatisfactory, as it is practically inoperative. No sufficient inducements are held out for those Colleges which possess University powers, to give up or restrict them. The absence of limitation relative to the number and composition of the Senate is also objectionable.

III. (1) The Colleges affiliated under the University Board should be those which adopt a common curriculum, prescribed by a general University Board, which submit their students for simultaneous examination by Examiners appointed by such Board, and should have an adequate staff of Professors for giving instruction in the curriculum.

(2) The Senate would suggest that whatever funds the Legislature may see fit to set apart in aid of the Colleges affiliated by the University Act, exclusive of University College, should be divided into three equal parts, two of these to be divided equally amongst such Colleges, the other to be

distributed in proportion to the beneficial results effected by such Colleges. It is to be understood that this suggestion is not intended to interfere with the endowment of University College, it being the opinion of the Senate that University College has a first claim to a fixed endowment amply sufficient to its support in its present state of efficiency; and that it should have the power to establish Faculties of Law and Medicine, with the same support which is granted to corresponding Faculties in the other Colleges, and also that it should be placed as to University powers on a par with them.

(3) Such exercise should be limited to conferring degrees on such of their students as may have passed the prescribed examinations in the University of Upper Canada, except in the Faculty of Divinity.

(4) The number of the members of the Senate should be determined by the number of affiliated Colleges, one-third to be heads of such Colleges, one-third to be elected by the graduates of each College, and one-third to be appointed by the Provincial Government.

In connection with these answers the Senate would further beg to suggest that in any new arrangement of the proposed University of Upper Canada, a Convocation should be created composed of the graduates of the Provincial University, with such powers as the Legislature may think fit to confer upon the said Convocation, and especially with that of the election of the Chancellor of the University.

COPY OF REPLY OF REVEREND DR. McCAUL UPON AFFILIATION, &c.

MARCH 29th, 1862.

SIR—In reply to the questions proposed to me by the Commissioners of inquiry relative to one University Board, and different systems of affiliation, I beg to state that I concur in the answers to these questions by the Senate of the University of Toronto.

I am, Sir, your obedient servant,

(Signed)

JOHN McCAUL.

D. BUCHAN, Esq., Secretary.

ANSWERS OF PRINCIPAL LEITCH TO QUERIES PUT BY THE UNIVERSITY COMMISSIONERS ON THE SUBJECT OF AFFILIATION.

QUERY I.—Do you approve of the affiliation of the Colleges of Upper Canada to one University Board, and if so, state the advantages?

ANSWER.—I approve of affiliation, meaning by that term a system by which a general University Board requires as a condition of a degree, that there shall be, in each of the affiliated Colleges or Universities:

- (1) An adequate staff of Professors.
- (2) A course of attendance and instruction sanctioned by the University Board.
- (3) An examination by Examiners appointed or approved by the University Board.

The advantages of affiliation are the following:

- (1) A degree will have the same meaning in each of the affiliated Universities. At present, a degree in one University means merely that the

graduate has passed a University examination; while in the others, its proper character is preserved, that of certifying that he has gone through a regular course of instruction and attendance at an affiliated College. A certificate of knowledge is a very different thing from a certificate not only of knowledge, but of academic training, and it is desirable that it should not receive the same name. Certificates of having passed an examination may be useful, but it is not desirable that they should be called *degrees*. The competitive examinations in England for the public services are, in general, more severe than those requisite for a degree in the Universities; but it would be a misapplication of the term to call certificates of having passed such examinations, *degrees*. The chief object of a collegiate education is not so much to impart learning as to mould the character of the student, and train him to such habits of thought and action as may fit him for any sphere in life. The formation of character, not the storing up of knowledge, is the grand aim of a collegiate course. To attain this end, no high degree of scholarship is required. The pass examinations of the great Universities of Europe by no means imply that the graduates are scholars in the proper sense of the term. When high scholarship is required for any situation, a degree from the most distinguished University would, as a certificate, be of little value. A degree is never taken as a substitute for the competitive examinations for the public service in England. A degree of Oxford or Cambridge would not be held as qualifying for one of the parish or common schools of England and Scotland. The Committee of Council on Education demands in all cases an independent examination in the case of aid-receiving teachers. The degrees of the London University, now, only certify knowledge, not collegiate training, and a higher standard is exacted than at Oxford or Cambridge, but the degrees of the latter are incomparably more valued. The mere possession of knowledge is no proof of a well balanced and disciplined mind. The mode of acquiring the knowledge may have even exercised an injurious influence on the character. An academic education, as a rule, secures a type of character, for the want of which no amount of knowledge can compensate. It is of importance, then, that in Canada the same name should not designate certificates so totally different. What is wanted in Canada, is not so much a high standard of attainment as a high standard of education. The Colleges of Canada, at present, require for a degree an examination quite as strict as that required by the Universities of Great Britain and Ireland. The real want is the proper equipment of collegiate institutions.

(2) Affiliation secures an equal standard of education and examination in the various Colleges. Even though the length of attendance be the same in different Colleges, the course of instruction may be so different that the value of one degree may differ very much from that of any other. While one College aims at a severely academic standard, another, by exacting only desultory and popular courses of study, may lower the standard to the level of a mechanics' institute. It is desirable that the individuality of Colleges should not be destroyed by exacting a mechanical uniformity, but a real academic education should be insisted on, though a diversity as to the means should be allowed. Affiliation would secure this object.

(3) Affiliation would prevent an undue multiplication of Colleges. The existing Colleges are, perhaps, hardly adequate to the growing population

and the vast territory of Canada, but a too great number would be as injurious as an inadequate number. At present, there is no recognized limit, but a system of affiliation, by requiring an adequate staff of Professors, and a high standard of education, would present an effectual barrier to the system of numerous small Colleges, which has prevailed in the United States to the serious injury of learning.

(4) Affiliation would prevent any one party or denomination acquiring an undue ascendancy in the higher education of the country. The existing Colleges fairly represent nearly the whole population of Canada, while they are open to all denominations. Practically, Trinity College is for the Church of England, Regiopolis College for the Roman Catholics, Victoria College for the Methodists, Queen's College for the Church of Scotland, and University College for the Presbyterians and Independents. A University Board in which these parties are equally represented, would effectually prevent any monopolizing the education of the country. At present, Government, with no barrier between them and the influence of party or denominational feelings, are apt to yield to pressure on any emergency, and to give undue advantage to the dominant body.

QUERY II.—Do you consider the present system of affiliation to the University of Toronto unsatisfactory, and if so, state the reasons?

ANSWER.—I consider the present system of affiliation unsatisfactory, for the following reasons:

(1) None of the affiliated Colleges, except University College, has been induced to take advantage of the privilege conferred on them by the Statute.

(2) The radical defect lies in the constitution of the Senate or general University Board. The number of Senators is not fixed, and there is no provision for an equal representation of affiliated Colleges.

The Governor may appoint any number on any emergency. An undue proportion of the representatives of one of the affiliated Colleges, viz., University College, was appointed, and the University of Toronto virtually became identical with University College. There was no inducement to afford facilities to the representatives of other Colleges to attend. Meetings were held so frequently that it was impossible for members from distant parts of the Province to attend with regularity. No provision was made for the expenses of distant members, and the meetings were never held at the other affiliated Colleges, to afford facilities for attendance. It is but right to acknowledge that the national call for one great University with real affiliation has now received an unanimous response from the Senate, and that a most gratifying spirit of fairness has been manifested in affording facilities to distant representatives to attend the meetings. All this indicates a fixed resolution on the part of the country to remove all barriers to actual affiliation and the organization of a University worthy of Canada.

(3) The failure of the present system of affiliation is due very much to the circumstance that it is based simply on a common examination. No course of attendance at College is required for a degree. The tendency of such a system is to injure seriously the affiliated Colleges. A collegiate training is held to be of no value, apart from its enabling the student to pass an examination.

The injurious system of cramming is put on a level with the healthful discipline and development of a collegiate course. This great defect in the working of the present system of affiliation is founded on a misconception of the Statute, which gives no power to confer degrees except on those who have passed through a prescribed course of instruction in an affiliated College.

No student of an affiliated College with University powers would think of seeking a degree at the University of Toronto, when such a degree, from its very nature, could not rank with one from the former.

Affiliation became unmeaning when degrees could be obtained without attendance at an affiliated College.

(4) The present system of affiliation is unsatisfactory, inasmuch as institutions without the means of giving a collegiate course of education have been affiliated, and thus an opening has been made for the multiplication of small Colleges, with no real title to the name. Schools for boys and girls have been added to the list, on the ground that, however imperfect their equipment may be, it is of no consequence, as the University examination will be a sufficient test of their efficiency. But if mere examination is a sufficient test, why affiliate at all? Every school in the Province might, on this ground, be affiliated. Affiliation in its very nature implies that the affiliated institution possesses the means, not merely of preparing for an examination, but of giving a sound education.

Under the Statute of 1853, the Governor of the Province affiliates, that is, officially declares, that an educational institution has the means of giving a sound education; and the University, before conferring a degree, ascertains whether the candidate has gone through a prescribed course of instruction at an affiliated College, and has acquired a satisfactory amount of knowledge. The Statute has been so misconstrued, that affiliation amounts to nothing, and examination is the only test. It was the interest of the affiliated Colleges generally to remedy this misconception, but from the constitution of the Senate, it was impossible to effect a change.

QUERY III.—What system of affiliation do you consider the most satisfactory, with special reference to the following points:

- (1) The mode of securing an equal standard of education.
- (2) The principle of apportionment of funds from public sources.
- (3) The exercise of University powers by the affiliated Colleges.
- (4) The composition of the general University Board.

ANSWER.—There are three modes of affiliation by which it has been attempted to secure an equal standard of education.

(1) According to one mode, a common examination is the only test. The London University is an example. When first established, a course of study was required in some affiliated College, but as it had no power of establishing affiliated Colleges, or controlling the course of instruction, it was impossible to lay down any fixed rules for affiliation. A new charter was obtained, by which degrees might be conferred on students who had never attended any College. The sole test was examination. The degree changed its character entirely: it is now only a certificate of knowledge, not of training. The University became simply an examining Board, like many other Boards required for the public service, and the

degree, though retaining the name, is totally different from a degree in the ordinary sense. The Charter of the University of Toronto is a copy, almost a *verbatim* one, of the first charter of the University of London, which required attendance at an affiliated College. The latter did not think itself entitled, without a new charter, to confer degrees on students who had never attended any College, but the former took this step without any new Legislative action. This mode of affiliation secures an equal standard of examination, but not of education. In England, with its numerous Colleges, a Board of Examination, like the University of London, supplied a want; but the want of Canada is not an examining Board, but properly equipped Educational Institutions. If examination had been the want, it could be most satisfactorily met by examination papers sent out from the University of London, which, in fact, made this offer by affiliating the University of Toronto. Scaled examination papers can be sent to any part of the British dominions, at only a nominal cost; and if examination was the only thing necessary, the University of Toronto, with its magnificent endowment and expensive buildings, might be superseded by a small box of examination papers costing only the expense of carriage. But the want of Canada is not examination, but education.

(2) A second mode of affiliation is that in which a common curriculum is made the test. The Universities of Scotland are an example. The standard of education, till lately, differed much in the various Universities, but an equality was secured by the appointment of Royal Commissioners, whose duty it was to prescribe an equivalent curriculum in all the Universities, and to see that there was an adequate staff of Professors with suitable salaries. It was assumed that equality of means was the best way of securing an equal standard of education. There is no common examination of the students of the various Universities. Each University appoints its own Examiners, and confers degrees in virtue of its own charter. The Medical Council of England also furnishes an example. This Board secures equality, not by subjecting the students to a common examination, but by requiring that in all the licensing bodies there shall be an equal curriculum.

The University of the State of New York is somewhat similar. It does not examine the students or confer degrees, but it seeks to secure a high standard in all the Colleges and Universities in the State by a periodical examination and report. The regents of the University have power to charter Colleges and Academies. They are also trustees of the State Library, and have the care of the Cabinet of Natural History.

(3) The third mode of affiliation is that in which an equal standard is secured by the test of both a common curriculum and a common examination. The Queen's University of Ireland is an example. A common curriculum is maintained in the three Colleges by maintaining an equal number of Professors with equal salaries. The candidates for degrees are all examined by Examiners appointed by the University; this is the kind of affiliation that the wants of Canada most require. The Universities of India present, perhaps, the best illustration of what is wanted. The Colleges in operation at the time of the establishment of the Universities were affiliated without regard to creeds. Aid was afforded to the affiliated Colleges to bring them up to a right standard, and this irrespective of denomination. Hindoo and Mohammedan as well as Christian institu-

tions were aided, if they gave the requisite amount of secular education. The denominational element was not recognized: for example, an institution whose creed was that it believed no creed was not entitled to more aid than one that believed some positive creed. The essential condition of an equal standard is an equal curriculum, but the further condition of a common examination, though less important, ought not to be omitted. This I regard as the mode of affiliation required for Canada.

(2) The simplest and most satisfactory principle of apportionment would be an equal division. The apportionment of funds according to the number of students or graduates would not serve the great end of securing an equal curriculum. The same staff is required whether the number of students be great or small. Qualified Professors could not be readily secured on the conditions of a fluctuating salary. If the funds of a College depended on the report of examiners for degrees, these examinations would not be, as they ought to be, above suspicion.

(3) It is not necessary that Colleges with University powers should surrender the right of conferring degrees when affiliated to the Provincial University. They might still confer degrees, but only on students who have passed an examination approved by the general University Board, exception being made in the case of degrees that are usually honorary.

A degree under the authority of the charter of the affiliated University may first be conferred, and the degree of the Provincial University may next be conferred as an *ad eundem* degree, or the degree may be regarded as *one*, but conferred by the joint authority of the Provincial and affiliated Universities.

(4) The Board should be composed of the representatives of Colleges with a definite proportion of members appointed by Government. It is essential that the number should be fixed. It is desirable that the number should not be large, as the responsibility is in that case too much divided, and the Board loses in a corresponding degree its working character. The Board should be called "The Senate of the University of Upper Canada."

The following conditions would be necessary for the efficient carrying out of the above system of affiliation, viz:

(1) That each College adopt a course of instruction and attendance approved by the University Board.

(2) That the scholarships from public sources be either abolished or connected with the several Colleges.

(3) That aid be not given on denominational grounds. The only recognized condition should be that the affiliated Colleges give the required amount of secular education. Both negative and positive creeds should be regarded as possessing no claim in themselves to support; it ought not to be regarded as ground for withholding aid, that certain denominations are benefited by it. For example, University College should not forfeit its claim to support, because it is found that one or two denominations derive the chief benefit from it.

(4) That meetings of Senate should be held in rotation at the seats of the affiliated Colleges, the mode of rotation being prescribed by Statute.

(5) That Candidates for degrees be examined and receive their degrees at their own College.

(Signed)

WILLIAM LEITCH.

FINANCIAL STATEMENT DRAWN UP FROM THE REPORT OF THE COMMISSIONERS.

ENDOWMENT IN LAND.

Original endowment in land	226,000 acres.
The University Park in addition to the above	150 "
Whole endowment of University in land	226,150 "
Extent of land sold	207,493 1/4 "
Balance of land still unsold	18,656 1/4 "

ENDOWMENT IN MONEY.

Price of land sold	\$1,358,903
Amount of the above price realized, forming the Capital Fund required by Statute to be kept entire	1,129,178
Estimated present value of whole endowment	963,557

ANNUAL REVENUE.

Revenue yielded by Capital Fund if kept entire	\$67,750
Revenue lost by waste of Capital Fund on University buildings, &c.	39,562
Revenue from Capital Fund still remaining	28,188
Whole actual revenue from investment of Capital Fund, rent of unsold lands, &c.	50,355
Whole amount of revenue if endowment had not been wasted	89,917
Probable amount of revenue when all the land shall be sold, prices paid up, and the University Park leased	60,250

WASTE OF CAPITAL CONTRARY TO STATUTE.

University Buildings... ..	\$355,907
Library and Museum	65,569
Lunatic Asylum	55,000
Meteorological Director's residence in 1859	4,340
Furniture of College residence	5,125
Grounds	6,256
Cottages for Meteorological Observers, 1858,	5,020
Expenditure over income in 1860	8,777
" " " 1861	11,473

PROPOSED RETRENCHMENTS.

Salary of Director of Meteorological Observatory to be paid in future by Government... ..	\$ 680
Salary of Chair of Agriculture to be suppressed	2,000
Reduction in Bursar's department, which at present costs	8,554
Reduction of expenses of University as distinguished from University College. Present expenditure	14,896
Reduction in department of Natural Science. Present expenditure in the three Chairs	7,000
Reduction in expense of fuel. Present expenditure	2,538
Reduction in Modern and Oriental languages, to be taught in future by tutors. Present expenditure	3,400
Proposed amount of said reduction	1,200

General reduction in expense of University College. Present expenditure	\$30,141
Proposed reduction	2,141

PROPOSED APPORTIONMENT OF REVENUE.

Fixed annual sum to University College as first charge on revenue,	\$28,000
Ditto for Bursar's Office and Senate	13,856
Annual sum left out of present revenue to be divided among four affiliated Colleges	8,499
Sum left for each affiliated College from present revenue...	2,125
Sum for each affiliated College, including the present Legislative grant, and on the supposition that Government make allowance for Lunatic Asylum	10,000

COST OF EACH GRADUATE IN ARTS WHO HAS ATTENDED UNIVERSITY COLLEGE DURING THE WHOLE CURRICULUM.

Number of such graduates from 1853 to 1861	46
Average annual number	6½
Expenditure of University for the above period, not including rent,	\$537,808
Cost of each student who has gone through a regular course of attendance, not including rent	11,680
Proposed future cost of each graduate, on the supposition of the annual number being 7	4,000
Such cost including rent for buildings	8,000

DEDUCTIONS FROM FINANCIAL STATEMENT.

1. More than one-half of the Capital Fund has been wasted.
2. The Commissioners propose to reduce the expenditure of University College by only \$2,141.
3. By promoting much larger retrenchment in the present wasteful expenditure, the efficiency of the College will be greatly promoted.

,141
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